HOUSE No. 2115

By Mr. Wagner of Chicopee, petition of Joseph F. Wagner and others relative to establishing a transportation infrastructure revolving fund in the Commonwealth. Transportation.

The Commonwealth of Massachusetts

PETITION OF:

Joseph F. Wagner Patricia A. Haddad Thomas A. Golden, Jr. Karen Spilka

In the Year Two Thousand and Five.

AN ACT ESTABLISHING THE MASSACHUSETTS TRANSPORTATION INFRA-STRUCTURE REVOLVING FUND.

- 1 Whereas, The deferred operation of this act would tend to
- 2 defeat its purpose, which is to immediately provide for a trans-
- 3 portation infrastructure revolving fund program for the common-
- 4 wealth, therefore it is hereby declared to be an emergency law,
- 5 necessary for the immediate preservation of the public conve-
- 6 nience.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

- 1 SECTION 1. The General Laws are hereby amended by
- 2 inserting after chapter 29D the following chapter:—
- 3 CHAPTER 29E.
- 4 Massachusetts Transportation Infrastructure
- 5 Revolving Fund Program
- 6 Section 1. *Definitions*. As used in this chapter, the following
- 7 words shall have, unless the context clearly indicates otherwise,
- 8 the following meanings:
- 9 "Board", the board of trustees of the Massachusetts transporta-
- 10 tion facilities and infrastructure trust.

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11 "Bond act", any general or special law authorizing a governmental unit to incur indebtedness for all or any part of the cost of 12 13 a qualified project.

"Bonds", bonds, notes or other evidence of indebtedness.

"Borrower obligations", governmental obligations or bonds of a 15 16 private enterprise issued to evidence a loan.

17 "Cost", as applied to any qualified project, any or all costs, 18 whenever incurred, approved by the secretary of EOT, of carrying out a qualified project, including without limitation, costs for pre-20 liminary planning of reports and studies to determine the economic or engineering feasibility of a qualified project, engineering 22 and architectural reports, studies, surveys, plans and specifications; construction; expansion; improvement and rehabilitation; acquisition of real property, personal property, materials, machinery or equipment; start-up costs; demolitions and relocations; reasonable reserves and working capital; interest on bor-27 rower obligations prior to and during construction of such qualified project; administrative, legal and financing expenses; 29 and other expenses necessary or incidental to the aforesaid.

"Financial assistance", any financial assistance for a qualified project provided by the trust under the program, including, without limitation, loans to and leases with qualified borrowers, the establishment of reserves and other security, and guarantees of and credit enhancement of the obligations of qualified borrowers incurred in connection with the financing of qualified projects.

"Fund", the Transportation Infrastructure Revolving Fund, established pursuant to section 7.

"General revenues", when used with reference to a governmental unit, revenues, receipts, assessments and other monies of a governmental unit, and all rights to receive the same including, without limitation, (i) revenue as defined in section 1 of chapter 42 44; (ii) project revenues; (iii) assessments upon or payments 43 received from any other governmental unit which is a member or 44 service recipient of the governmental unit; (iv) proceeds of loans made in accordance with this chapter and of grants made in accordance with section 31 of chapter 81; (v) investment earnings; (vi) reserves for debt service or other capital or current expenses; (vii) 48 receipts from any rate, charge, tax, excise or fee all or a part of the 49 receipts of which are payable or distributable to or for the account

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50 of the governmental unit; (viii) local aid distributions, if any; and

- 51 (ix) receipts, distributions, reimbursements and other assistance
- 52 from the commonwealth or the United States; provided, however,
- that general revenues shall not include any monies restricted by
- law to specific statutorily defined purposes inconsistent with their

treatment as general revenues for purposes of this chapter. 55

56 "Governmental obligations", bonds issued by a governmental 57 unit to evidence a loan.

"Governmental unit", any town, city, district, county, commission, agency, authority, board or other instrumentality of the commonwealth or of any of its political subdivisions, including any regional governmental unit which is responsible for the construction, ownership or operation of a qualified project and is authorized by a bond act to finance all or any part of the cost thereof through the issuance of bonds.

"Guarantee", a contract or contracts pursuant to which the trust agrees to guarantee all or a portion of the obligations of a qualified borrower incurred to finance a qualified project.

"Highway Account", the Highway Account of the fund, estab-68 69 lished pursuant to section 7.

"ISTEA," the Federal Intermodal Surface Transportation Efficiency Act of 1991, P.L. 102-240, as amended.

72 "Lease", any form of capital or operating lease for all or a por-73 tion of a qualified project, between the trust and a qualified bor-74 rower.

"Loan", any form of financial assistance subject to repayment 76 which is provided by the trust to a qualified borrower for all or any part of the cost of a qualified project. A loan may (1) provide for planning, construction, bridge or permanent financing; and (2) 79 be disbursed in anticipation of reimbursement for or direct payment of costs of a qualified project or take the form of a guarantee, line of credit or other form of financial assistance.

"Loan agreement", any agreement entered into between the trust and a qualified borrower pertaining to a loan or lease. A loan agreement may contain, in addition to financial terms which may include, without limitation, provisions defining defaults thereunder and remedies therefor, provisions relating to the regulation 87 and supervision of a qualified project and any other provision as 88 the board may reasonably determine. The term "loan agreement"

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shall include, without limitation, a loan agreement, lease, trust agreement, trust indenture, security agreement, reimbursement agreement, guarantee agreement, bond or note resolution, or sim-92 ilar instrument whether secured or unsecured.

"Local aid distributions", any receipts, distributions, reimburse-94 ments or other assistance payable by the commonwealth to or for the account of a governmental unit, including, without limitation, payments under sections 18B, 18C and 18D of chapter 58 and any other local reimbursement or assistance program described in section 25A of said chapter 58.

"NHS Act", the National Highway System Designation Act of 1995, P.L. 104-59, as amended.

"Private enterprise", a private person or entity that has entered 102 into a contract with a governmental unit to design, finance, construct or operate a qualified project that is within the jurisdiction of such governmental unit, provided that the governmental unit is 105 responsible for complying with all applicable requirements of 106 ISTEA or the NHS Act, with respect to such qualified project.

"Program", the Transportation Infrastructure Revolving Fund 108 Program established pursuant to this chapter.

109 "Project revenues", all rates, rents, fees, assessments, charges, and other receipts derived or to be derived by a qualified borrower from a qualified project, and, if so provided in the applicable loan agreement pursuant to section 13, from any system of which such qualified project is a part and any other revenue producing facili-113 114 ties under the ownership or control of such qualified borrower, 115 including, without limitation, proceeds of grants, gifts, appropria-116 tions and loans, including the proceeds of loans or grants made by 117 the trust, investment earnings, reserves for capital and current 118 expenses, proceeds of insurance or condemnation and the sale or other disposition of property; provided, however, the project revenues shall not include any ad valorem taxes levied directly by a 120 121 governmental unit on any real and personal property.

"Qualified borrower", any governmental unit or private enter-122 prise which is authorized to construct, operate or own a qualified 123 124 project.

125 "Qualified project", any public or private highway, transit or 126 transportation project, including, without limitation, the construction, reconstruction, resurfacing, rehabilitation or replacement of 128 public or private transportation facilities including, without limita-

129 tion, parking facilities within the commonwealth, or the study of

130 the feasibility thereof; any highway, transit or transportation pro-

131 ject eligible for financing or aid under any federal act or program;

132 and any project involving the maintaining, repairing, improving or

133 constructing of any city, town, county or state highway, including

134 roads, streets and parkways, parking facilities, and any rights-of-

135 way, bridges, tunnels, railroad highway crossings, drainage struc-

136 tures, signs, guardrails, and protective structures constructed or

137 used in connection with highway or transit projects.

"Regional governmental unit", a governmental unit which is authorized to construct, own, or operate a qualified project on behalf of two or more other governmental units, or designated parts thereof, and which derives all or part of its general revenues or project revenues by assessment or other charge on such other governmental units.

"Revenues", when used with respect to the trust, any receipts, fees, revenues or other payments received or to be received by the trust under the program, including without limitation receipts and other payments received by or deposited in the fund, payments of principal, interest or other charges on loans, leases, grants, appropriations or other financial assistance from the commonwealth or the United States or any political subdivision or instrumentality of either in connection with the program, investment earnings on its funds and accounts, including, without limitation, the fund, and any other fees, charges or other income received or receivable by the fund or the trust under the program.

"Secretary of administration and finance", the secretary of the executive office for administration and finance established under that chapter 7.

"Secretary of EOT", the secretary of the executive office of transportation established under chapter 6A.

"State Contribution Account", the State Contribution Account of the fund, established pursuant to section 7.

"State treasurer", the treasurer and receiver-general of the commonwealth.

"TEA-21", the Transportation Equity Act for the 21st Century,

165 P.L. 105-178, as amended.

"Transit Account", the Transit Account of the fund, established pursuant to the provisions of section 7.

"Trust", the Massachusetts transportation facilities and infrastructure trust established by this chapter.

"Trust agreement", any agreement entered into by the trust and the state treasurer, providing for the issuance, security and payment of bonds issued pursuant to section 8. The term "trust agreement" shall include a trust agreement, trust indenture, security agreement, reimbursement agreement, currency or interest rate exchange agreement, bond or note resolution or other similar instrument.

- 177 Section 2. Massachusetts Transportation Facilities and Infra-178 structure Trust; Board of Trustees; Purpose, Powers and Duties.
- 179 (a) An unpaid board of trustees consisting of the secretary of 180 administration and finance, ex officio, the secretary of EOT, ex officio, the chairperson of the Massachusetts turnpike authority, ex officio, the state treasurer, ex officio, and a fifth member who 183 shall be appointed by the governor for a term coterminous with 184 that of the governor is hereby constituted as a public instrumen-185 tality of the commonwealth to be known as the Massachusetts transportation facilities and infrastructure trust to administer the Transportation Infrastructure Revolving fund established pursuant 188 to section 7. The trust is hereby designated as an instrumentality 189 of the commonwealth to establish and administer within the fund 190 the state infrastructure bank pursuant to Section 350 of the NHS 191 Act. The exercise by the trust, and by the board of trustees 192 thereof, of the powers conferred by this chapter shall be deemed 193 to be the performance of an essential public function.
- 194 (b) The secretary of EOT shall serve as chairperson of the 195 board. The board shall annually elect one of its members as vice-196 chairperson. Each member of the board may appoint a designee pursuant to section 6A of chapter 30. Three members of the board 197 198 shall constitute a quorum and the affirmative vote of a majority of trustees present shall be necessary and shall suffice for any action 200 taken by the board. Any action of the board may take effect 201 immediately and need not be published or posted unless otherwise 202 provided by law. No vacancy in the membership of the board 203 shall impair the right of a quorum to exercise the powers of the 204 board. Meetings of the board of trustees shall be subject to 205 section 11A½ of chapter 30A; provided, however, that the provi-206 sions of said section 11A½ shall not apply to any meeting of

207 trustees in the exercise of their duties as officers of the common-208 wealth so long as no matters relating to the official business of the 209 trust are discussed and decided at such meeting. The trust shall be 210 subject to all other provisions of said chapter 30A; provided, how-211 ever, that the provisions of said chapter 30A shall not apply to 212 rules, regulations, procedures and guidelines adopted by the board pursuant to this chapter, and records pertaining to the administration of the trust shall be subject to the provisions of section 42 of chapter 30 and section 10 of chapter 66. The fund and all other monies of the trust shall be deemed to be public funds for the pur-216 poses of chapter 12A. The operations of the trust shall be subject 218 to the provisions of chapter 268A and chapter 268B to the same extent as the offices of the secretary of administration and finance 219 220 and the secretary of EOT.

- (c) The purposes for which the trust is created and for which the fund shall be received, held, administered and disbursed by the 222 board of trustees shall be the provision of financial assistance, in 223 the manner contemplated by ISTEA, TEA-21, and the NHS Act, 225 to qualified borrowers as beneficiaries of the trust to finance the 226 costs of qualified projects, as provided in, and as necessary to implement the provisions of, this chapter. In accordance with the 228 terms of any trust agreement entered into by the trust and the state 229 treasurer with respect to the bonds secured by monies or revenues of the fund, the holders of such bonds also shall be beneficiaries of such trust. The board shall apply and disburse monies and rev-232 enues of the fund without appropriation or allotment by the com-233 monwealth.
- 234 (d) Without limiting the generality of the foregoing and other 235 powers of the trust, the board shall have the power: (i) to adopt and amend by-laws and such rules, regulations and procedures for 236 the conduct of the business of the trust as the board shall deem 238 necessary to carry out the provisions of this chapter; (ii) to apply for, receive, administer and comply with the conditions and 240 requirements respecting any grant, gift or appropriation of property, services or monies; (iii) to borrow and repay money by requesting the state treasurer to issue bonds on behalf of the trust 243 in accordance with section 8, and to apply the proceeds thereof as 244 provided in this chapter and to pledge or assign or create security 245 interests in the fund and the receipts thereto to secure bonds; (iv)

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246 to make loans to or enter into loan agreements with qualified bor-247 rowers to acquire, hold and sell borrower obligations at such 248 prices and in such manner as the board shall deem advisable, and 249 to pledge borrower obligations to secure bonds issued pursuant to 250 section 8; (v) to enter into guarantees secured by or purchase bond 251 insurance or other credit enhancement through amounts on deposit 252 in the fund; (vi) to enter into contracts, arrangements and agree-253 ments to provide any other form of financial assistance through amounts on deposit in the fund; (vii) to enter into contracts, 255 arrangements and agreements with other persons and execute and 256 deliver all trust agreements, loan agreements and other instru-257 ments necessary or convenient to the exercise of the powers 258 granted hereunder, including without limitation, any contracts, 259 arrangements or agreements required pursuant to ISTEA, TEA-21, 260 the NHS Act, and any successor acts or reauthorizations of those 261 acts; (viii) to enter into an agreement, contract or other arrange-262 ment directly or indirectly through any office or agency within the executive office of transportation pursuant to section 19 of chapter 6A, with a private enterprise in furtherance of and in accordance 264 with the provisions of ISTEA, TEA-21, the NHS Act, or any suc-266 cessor acts or reauthorizations of those acts, as applicable; (ix) to obtain insurance and enter into agreements of indemnification 268 necessary or convenient to the exercise of the powers granted 269 hereunder; (x) to sue and be sued and to prosecute and defend 270 actions relating to the affairs of the trust and the fund; provided, 271 however, that the trust is not authorized to become a debtor under the United States Bankruptcy Code; (xi) to engage accounting, 272 273 management, legal, financial, consulting and other professional 274 services necessary to the conduct of the program; and (xii) to 275 establish an advisory board consisting of the directors, or their 276 designees, of the metropolitan planning organizations of the com-277 monwealth.

(e) In its administration of the program as provided in this 279 chapter, the board shall comply with applicable federal requirements under ISTEA and the NHS Act and other applicable federal programs. In addition, prior to entering into any loan agreement, 282 contract, arrangement or other instrument for the purpose of car-283 rying out the program, the board shall, within thirty days, obtain 284 the approval of the state treasurer with respect to the financial

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285 terms and conditions of such agreement. The trust shall not be 286 authorized or empowered (i) to be or to constitute a bank or trust 287 company within the jurisdiction or under the control of the depart-288 ment of banking and insurance of the commonwealth or the comptroller of the currency or the treasury department of the United 290 States; or (ii) to be or constitute a bank, banker or dealer in securities within the meaning of, or subject to the provisions of, any 292 securities, securities exchange or securities dealers' law of the 293 United States or the commonwealth.

(f) The board may consult from time to time with the advisory 295 board referenced in section 2(a)(xii) for purposes of establishing policies and procedures governing the program.

Section 3. Receipt and Disbursement of Fund Monies.

- (a) The state treasurer, as treasurer-custodian of the fund, shall 299 receive in trust, hold and disburse in and from the fund exclu-300 sively for the benefit of the beneficiaries thereof, at the direction of the board, the following monies: (i) subject to the applicable 301 provisions of sections 9 through 10D of chapter 11 of the acts of 302 303 1997, as amended by section 1 of chapter 121 of the acts of 1998 304 and sections 4 through 7 of chapter 235 of the acts of 1998, fed-305 eral grants and awards or other federal assistance received by the 306 trust or the commonwealth and eligible for deposit therein under applicable federal law; (ii) amounts appropriated by the commonwealth to the fund for purposes of the program; (iii) amounts paid by the Massachusetts turnpike authority or any other state, local or 309 310 regional agency or authority authorized by law to deposit monies 311 in the fund for purposes of the program; (iv) proceeds of bonds 312 issued pursuant to section 8; (v) loan and lease payments and 313 other payments received by the trust in respect of providing finan-314 cial assistance to qualified borrowers; (vi) investment earnings on 315 monies in the fund; and (vii) any other amounts required to be 316 credited to the fund by any law or by any resolution, loan agreement or trust agreement or which the commonwealth or the board shall otherwise determine to deposit therein.
- 319 (b) Application of amounts in the fund shall be subject to the requirements of this chapter and applicable provisions of any loan 320 agreement or trust agreement and, with respect to amounts held 321 322 therein derived from grants or awards made under 23 USC section 323 101, et seg. or 49 USC section 5301, et seg., or any other federal

324 law, to the applicable requirements of federal law. Whenever the 325 board takes discretionary action, it shall be guided by the intention 326 of best effecting the purposes of this chapter to implement finan-327 cial assistance in support of qualified projects consistent with the 328 responsibilities of the trust to its bondholders, qualified borrowers, and other beneficiaries of the trust. The provisions of 330 section 6B and sections 7A to 7G, inclusive, of chapter 29 shall not apply to grants received by the trust from the United States for purposes of the fund. The state treasurer shall be the treasurer-cus-333 todian of the fund as provided in section 7, and, subject to any applicable trust agreement, the state treasurer is authorized to 335 invest monies held in the fund in such investments as may be legal 336 investments for funds of the commonwealth, subject, however, 337 with respect to monies deposited in the fund pursuant to Section 338 350 of the NHS Act, to the provisions of Section 350(e)(3) of the 339 NHS Act.

340 (c) Subject to limitations under ISTEA, TEA-21, the NHS Act and other federal laws, other laws respecting the use of particular 341 monies in the fund; and the provisions of any applicable trust agreement, amounts in the fund may be used only; (i) to pay the principal, including sinking fund payments of and premium, if 344 any, and interest on bonds of the commonwealth issued pursuant 346 to section 8 for the purpose of financing or refinancing any cost of a qualified project; (ii) to provide financial assistance, to finance 348 or refinance the costs of qualified projects; (iii) to guarantee, or 349 provide insurance or other credit enhancement for bonds of quali-350 fied borrowers issued to finance the costs of qualified projects; 351 (iv) to provide reserves for or otherwise secure bonds issued pur-352 suant to section 8 and to provide insurance or other credit 353 enhancement for such bonds; (v) to provide a subsidy for, or to 354 otherwise assist, qualified borrowers in the payment of debt 355 service costs on loans made by the trust hereunder; (vi) to provide 356 reserves for, or to otherwise secure, amounts payable by qualified 357 borrowers on loans made by and leases with the trust in the event of default by a particular qualified borrower or, on a parity basis, by any qualified borrower; (vii) to earn interest on amounts in the 359 360 fund; and (viii) for the costs of administering the program; pro-361 vided, however, that not more than 2 percent of the federal funds 362 contributed to the fund pursuant to Section 350 of the NHS Act 363 may be expended for such administrative costs.

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- 364 (d) For the necessary and convenient administration of the 365 fund, the board shall direct the state treasurer to establish the 366 Highway Account, the State Contribution Account and the Transit 367 Account as provided in section 7, and one or more additional 368 accounts and sub-accounts within the fund as shall be necessary to 369 meet the requirements of the NHS Act and any other applicable 370 federal law requirement or as the board shall otherwise deem nec-371 essary or desirable in order to implement the provisions of this 372 chapter or to comply with any trust agreement. The board may 373 also establish in any trust agreement or otherwise one or more 374 other funds and accounts for revenues and other monies not 375 required to be held in the fund, and to apply and disburse such 376 monies and revenues for the purposes of the program.
- Section 4. Power and Duty of Trust to Secure Benefits of Fed-377 378 eral Programs.
- The board, acting on behalf of the trust, is authorized and 380 directed to take all necessary or incidental actions to secure for the commonwealth the benefits of ISTEA, TEA-21, the NHS Act, 381 any successor acts or reauthorizations of those acts, and any sim-383 ilar federal programs, including exercise of the powers;
- 384 (a) to cooperate with appropriate federal agencies in all matters 385 related to the administration of the fund as contemplated by 23 386 USC section 129(a)(7) and section 350 of the NHS Act;
- (b) to prepare and submit to the appropriate federal agencies applications for grants and to enter into agreements with the 389 United States relating to the purposes of the fund and the pro-390 gram;
- 391 (c) to prepare and submit to the appropriate federal agencies, 392 the governor and the clerks of the senate and the house, annual 393 and other reports and audits, in form and content satisfying federal 394 requirements, relating to the program and the fund;
- (d) to establish and collect such fees, charges and interest rates 396 in compliance with federal requirements and as the board shall 397 determine to be reasonable, and to hold, apply and disburse such monies within or without the fund to the implementation of the purposes of this chapter;
- 400 (e) to establish, jointly with the state treasurer and the state 401 comptroller, fiscal controls and accounting procedures for the 402 fund; and

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403 (f) to adopt regulations, procedures and guidelines for adminis-404 tration of the program and for maintenance of suitable accounting 405 procedures by qualified borrowers for financial assistance and 406 projects.

407 Such regulations, procedures and guidelines shall be consistent with any applicable federal requirements. 408

Section 5. Applications for Financial Assistance.

- (a) Any qualified borrower may file an application with the 410 411 trust to obtain financial assistance from the fund. The application 412 shall be filed in such manner and contain or be accompanied by such information as the trust may require.
- (b) In addition to other requirements prescribed by the trust, an 415 application shall: (i) describe the nature and purpose of the pro-416 posed transportation project, including the need for the project and the reasons why the project is in the public interest; and (ii) 418 state the estimated costs of the project and the proposed sources of 419 funding, if any, in addition to the financial assistance being sought 420 from the fund.
- (c) The board shall prepare and adopt program guidelines and 422 conditions for qualified projects seeking financial assistance from 423 the trust. The board shall from time to time review, prioritize and 424 certify all qualified projects that are eligible to receive financial assistance from the trust.
 - Section 6. Loan and Lease Terms.

427 The secretary of administration and finance shall prepare and 428 present to the board guidelines regarding the appropriate financial 429 terms and conditions for qualified projects proposed to be 430 financed under the program. The board shall determine the form 431 and content of any borrower obligation, including the term and 432 rate or rates of interest. Notwithstanding the foregoing, loans and 433 leases financed through the application of federal monies pursuant 434 to 23 USC section 129, or Section 350 of the NHS Act: (a) shall 435 bear interest at or below market rates, as determined by the board, 436 or otherwise as may be specified therein; (b) shall have a repay-437 ment term of not longer than 30 years from the date of the first 438 payment, as required by clause (c) of this section; (c) shall be 439 subject to repayment commencing not later than five years after 440 the qualified project financed with the proceeds of such loan has 441 been completed or, in the case of a highway project, the facility 442 has opened to traffic; (d) may be subordinated to any other debt 443 incurred to finance the qualified project, except any other loans 444 made by the commonwealth or any other public agency thereof; 445 and (e) shall be made only after all federal environmental require-

446 ments applicable to the qualified project have been complied with.

Notwithstanding any provision of this chapter to the contrary, the board may waive any of the requirements contained in this section if such waiver would not cause the loan or the program to violate the requirements of ISTEA or the NHS Act or any other applicable federal or commonwealth requirement.

452 Section 7. Establishment of Fund; Accounts.

453 There shall be established and set up on the books of the com-454 monwealth a separate fund, to be known as the Transportation 455 Infrastructure Revolving Fund, and within such fund a Highway 456 Account, a State Contribution Account and a Transit Account. 457 Additional accounts or sub-accounts may be established by the 458 state treasurer at the direction of the board. Any amounts required under Section 350 of the NHS Act or any other federal law or pro-460 gram to be deposited in the Highway Account shall be so 461 deposited and shall not be commingled with any other amounts on 462 deposit in the fund. Any amounts required under Section 350 of the NHS Act or any other federal law program to be deposited in 464 the Transit Account shall be so deposited and shall not be com-465 mingled with any other amounts on deposit in the fund. Any 466 amounts required under any law of the commonwealth to be 467 deposited in the State Contribution Account shall be so deposited and shall not be commingled with any other amounts on deposit in 468 the fund. Any monies held in the fund shall be used solely as pro-470 vided in this chapter, subject to applicable federal requirements. 471 The state treasurer shall be treasurer-custodian of the fund and shall have the custody of its monies and securities. 472

Section 8. *Issuance of Bonds*.

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474 (a) At the request of the board, the state treasurer shall issue 475 bonds on behalf of the trust to finance or refinance any cost of a 476 qualified project or provide other financial assistance, the pro-477 ceeds of which bonds are to be deposited in the fund. Bonds may 478 be issued in such manner and on such terms and conditions as the 479 board, after consultation with the state treasurer may determine in 480 accordance with the provisions of this section and, to the extent

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481 not inconsistent with the provisions hereof, the provisions of any 482 other general or special law, including without limitation, the pro-483 visions of chapter 29 of the General Laws, applicable to bonds or 484 notes of the commonwealth, subject to any applicable federal 485 requirements.

- (b) Bonds may be secured by a trust agreement entered into by 487 the trust and the state treasurer, which trust agreement may pledge or assign, in whole or in part, any loan agreements or borrower obligations, and all or any part of monies credited to the fund, 490 subject to applicable federal requirements, and any funds or accounts established under a trust agreement and any contract or 492 other rights to receive the same, whether then existing or coming 493 into existence and whether then held or thereafter acquired, and 494 the proceeds thereof.
- 495 (c) At the request of the board, the state treasurer shall also 496 issue refunding bonds on behalf of the trust for the purpose of paying any bonds issued pursuant to this section at or prior to 498 maturity. Refunding bonds may be issued at any time or prior to the maturity or redemption or purchase of the refunded bonds. 500 The issuance of any such refunding bonds shall not be subject to 501 the provisions of section 53A of chapter 29. Refunding bonds 502 may be issued in sufficient amounts to pay or provide for payment 503 of the principal of the bonds being refunded, together with any 504 redemption premium thereon, any interest or discount accrued or 505 to accrue to the date of payment, costs of issuance and other 506 expenses and reserves reasonably necessary to achieve the 507 refunding.
- 508 (d) The state treasurer is further authorized, with the concur-509 rence of the board, to enter into additional security, insurance or other forms of credit enhancement which may be secured on a parity basis with the bonds or on a subordinate basis. A pledge in any such trust agreement or credit enhancement agreement shall 513 be valid and binding from the time such pledge shall be made 514 without any physical delivery or further act, and the lien of such 515 pledge shall be valid and binding as against all parties having 516 claims of any kind in tort, contract or otherwise, irrespective of 517 whether such parties have notice thereof. Any such pledge shall 518 be perfected by filing of the trust agreement or credit enhance-519 ment agreement in the records of the state treasurer and no filing

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520 need be made under any other provision of law. Any such trust 521 agreement or credit enhancement agreement may establish provi-522 sions defining defaults and establishing remedies and other mat-523 ters relating to the rights and security of the holders of the bonds 524 or other secured parties, including without limitation, provisions relating to the establishment of reserves, the issuance of additional 525 or refunding bonds, whether or not secured on a parity basis, the 527 application of receipts, monies or funds pledged pursuant to such agreement, hereinafter referred to as "pledged funds", and other 529 matters deemed necessary or desirable by the board or state trea-530 surer for the security of such bonds, and may also regulate the 531 custody, investment and application of monies.

- (e) Any bonds issued under this section shall be special obliga-533 tions of the commonwealth payable solely from revenues credited to the fund. Notwithstanding the provisions of any general or special law to the contrary, such bonds shall not be general obligations of the commonwealth.
- (f) Any such bonds shall be deemed to be investment securities 538 under applicable laws, shall be securities in which any public officer, fiduciary, insurance company, financial institution or 540 investment company may properly invest funds and shall be securities which may be deposited with any public custodian for any 542 purpose for which the deposit of bonds is authorized by law. Any such bonds, their transfer and the income therefrom, including 544 profit on the sale thereof, shall at all times be exempt from taxation by and within the commonwealth.
- (g) In order to increase the marketability of any bonds issued 546 547 pursuant to this section, and in consideration of the acceptance of 548 payment of any such bonds, the commonwealth covenants with 549 the purchasers and all subsequent holders and transferees of any 550 such bonds that while any such bond shall remain outstanding, and so long as the principal of or interest on any such bond shall 552 remain unpaid, (i) revenues allocable to the fund shall not be 553 diverted from the purposes identified herein, and (ii) no pledged 554 funds shall be diverted from the fund, except as expressly per-555 mitted or authorized by the terms of any trust agreement relating 556 to the bonds.

557 Section 9. Monies Appropriated by the Commonwealth to be 558 Paid to Fund by State Treasurer; Agreements Establishing Pay-559 ment Procedures.

560 Upon request of the board, the state treasurer shall deposit in 561 the fund any monies appropriated by the commonwealth for the program or the fund or any account therein, including any com-563 monwealth funds required to be deposited in the fund pursuant to 564 23 USC section 101, et seq., 49 USC section 5301, et seq., 565 ISTEA, the NHS Act, any successor acts or reauthorizations of 566 those acts, or any other federal law or program. The state treasurer and the trust may enter into agreements establishing proce-567 568 dures for payment of amounts appropriated by the commonwealth 569 for the program or the fund. An agreement may include such 570 covenants and undertakings of the commonwealth, the trust, the 571 secretary of administration and finance and the secretary of EOT 572 as the parties thereto may deem necessary or desirable, subject to 573 applicable federal requirements, including without limitation, pro-574 vision for payments by the commonwealth with respect to federal 575 grants or other monies or the execution and delivery of loan agreements by the trust. Notwithstanding any law to the contrary, 577 unless otherwise specified therein, any act duly enacted by a vote, taken by the yeas and nays of two-thirds of each house of the 579 general court present and voting thereon, and approved by the governor, authorizing the state treasurer to issue bonds or notes of 581 the commonwealth or otherwise authorizing the commonwealth to 582 borrow money for the purposes of providing monies to meet any 583 appropriation for purposes of the program or the fund shall be 584 deemed to authorize the state treasurer, with the approval of the governor, to enter into an agreement with the trust pledging the 585 586 full faith and credit of the commonwealth to a schedule of payments to the fund of the amounts therein appropriated, including, 587 without limitation, the amount, time and manner of such pay-588 589 ments. The agreements of the commonwealth and the rights of 590 the trust thereunder may be assigned and pledged as security for 591 bonds issued pursuant to section 8. Notwithstanding any general 592 or special law to the contrary, in the discretion of the state trea-593 surer, with the approval of the governor, payments to the trust of 594 amounts authorized pursuant to the issuance of bonds by the com-595 monwealth, as provided in this section, may be met by the deposit

596 in the fund of bonds of the commonwealth which are so autho-597 rized to meet such appropriation. Bonds so deposited may be 598 assigned and pledged as security for bonds issued pursuant to 599 section 8 and may mature or be redeemable on such dates and in 600 such amounts, may bear interest at such rate or rates or be 601 deposited in the fund at such discount or premium, may bear such 602 limitations on negotiation or resale by the trust, and may bear 603 such other terms and conditions, as the state treasurer shall deter-604 mine to be in the best interests of the commonwealth; provided, 605 however, that the effective yield on such bonds shall not exceed 606 the greater of the effective yield on the bonds secured thereby and 607 the effective yield on comparable bonds not so deposited in the 608 fund, as determined by the state treasurer after consultation with 609 the secretary of administration and finance. For purposes of 610 section 49 of chapter 29, the net proceeds of bonds deposited in 611 the fund as instruments the principal amount of which increases 612 during the life of such instrument shall be deemed to be the present value of the amount payable thereon at maturity discounted to the date of deposit at the yield on such bonds.

615 Section 10. Loans to Qualified Borrowers to Finance Qualified 616 Projects.

- (a) Any qualified borrower may apply to the trust for a loan to 618 assist in financing the cost of a qualified project. At the option of 619 the trust, and subject to applicable federal requirements, loans 620 may be made as secured loans or as unsecured general obligations 621 of a qualified borrower. Each loan shall be made pursuant to a 622 loan agreement between the trust and the qualified borrower 623 acting by and through the officer or officers, board, committee or 624 other body authorized by law, or otherwise its chief executive 625 officer.
- (b) A qualified borrower may receive, apply, pledge, assign 626 and grant security interests in project revenues, and, in the case of 627 a governmental unit, its general revenues to secure its obligations under loan agreements and borrower obligations as provided in 630 this chapter and may fix, revise, charge and collect fees, rates, rents, assessments and other charges of general or special applica-632 tion for the operation or services of any qualified project, the 633 system of which it is a part and any other revenue producing facil-634 ities from which the qualified borrower derives project revenues

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635 to meet its obligations under any loan agreement or borrower obligation, or otherwise to provide for the construction, maintenance and operation of a qualified project. 637

- (c) For entering into a loan and establishing the authorized terms and conditions thereof and for issuing any governmental 639 obligations, a governmental unit shall be deemed to have the powers expressly granted to governmental units in this chapter and the powers granted to that governmental unit in any bond act applicable to it specifically or as a member of a class of govern-644 mental instrumentalities. Liberal construction shall be given in 645 support of the broadest interpretation of government unit powers 646 derived from either this chapter or any bond act, provided that 647 nothing in this chapter shall be construed as affecting the manner 648 of voting and other procedures relating to, or otherwise required 649 by any bond act for, the authorization of indebtedness of any gov-650 ernmental unit by the governing body thereof or any limitations on indebtedness of governmental units.
- (d) The secretary of administration and finance shall review and evaluate, on a semiannual basis, the compliance by qualified borrowers with the terms of the applicable loan agreements with the trust and shall report to the board the results of such review and evaluation. The secretary of administration and finance shall promptly recommend enforcement, collection or other actions to 658 be taken with respect to any qualified borrower that is in default under a loan agreement, which actions shall thereafter be taken only with the approval of the board.

Section 11. Powers and Privileges of Governmental Units.

- (a) In order to provide for the collection and enforcement of 663 fees, rates, rents, assessments and other charges for the operation of any qualified project, the system of which it is a part and any other revenue producing facilities from which the governmental unit derives project revenues, in addition to any other authority provided by law or any applicable bond act, governmental units are hereby granted all the powers and privileges granted to them by law with respect to any similar fee, rate, rent, assessment or other charge.
- (b) Any governmental unit may enter into agreements with the 671 672 trust regarding the operation of a pricing system for the services 673 provided by any qualified project and any other revenue pro-

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- 674 ducing facilities from which the governmental unit derives project 675 revenues. Such agreements may include, without limitation, pro-676 visions defining the costs of such services, the qualified project 677 and such other facilities, and covenants or agreements and other 678 charges for such costs and the maintenance of such pricing system at levels sufficient to pay or provide for all such costs and any 679 680 payments due the trust under any loan agreement or governmental 681 obligations.
- 682 (c) In addition to other remedies of the trust under any loan agreement, if any governmental unit shall fail to pay to the trust 683 when due and after demand any principal, interest or other charges 684 685 payable under a loan agreement, the board may certify to the state 686 treasurer the amount owing to the trust by said governmental unit. The state treasurer shall promptly pay over to the trust for deposit 687 688 in the fund without further appropriation any local aid distribu-689 tions otherwise certified to the state treasurer as payable to the 690 governmental unit. Payment by the state treasurer under this 691 section shall continue to be made until any deficiency in the gov-692 ernmental unit's payment to the trust shall have been offset by the 693 payments from the state treasurer. Any amount paid to the trust by the state treasurer under this section which is later determined, upon audit, to be in excess of the actual amount due the trust shall, 696 upon demand of the governmental unit or city or town, be repaid 697 from the fund to the state treasurer.
- (d) The trust may also recover from a governmental unit in an 699 action in superior court any amount due to the fund together with 700 any other actual damages the trust or the fund shall have sustained 701 from the failure or refusal of the governmental unit to make pay-702 ments owing to the fund.
 - Section 12. Borrower Obligations.
- (a) Subject to the provisions of section 5, governmental obliga-705 tions issued by a governmental unit shall be dated, may bear 706 interest at such rate or rates, including rates variable from time to 707 time subject to such minimum or maximum rate, if any, as may be 708 determined by such index or other method of determination pro-709 vided in the applicable loan agreement, shall mature in such 710 amount or amounts and at such time or times, not later than the 711 maximum dates, if any, provided herein, and may be made 712 redeemable, in whole or in part, before maturity at the option of

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713 the governmental unit or at the option of the trust at such price or 714 prices and under such terms and conditions as may be fixed in the 715 loan agreement prior to the issue of the governmental obligations. 716 The governmental obligations may be issued as serial bonds or term bonds or any combination thereof with such provisions, if 717 718 any, for sinking funds for the payment of bonds as the governmental unit and the trust may agree. Governmental obligations 720 may be in such form, payable to the bearer thereof or the registered owner, be certificated or uncertificated, be in such denomi-722 nations, payable at such place or places, within or without the 723 commonwealth, and otherwise bear such terms and conditions, not 724 inconsistent with this chapter and the applicable bond act, as pro-725 vided in the applicable loan agreement or as the trust and the governmental unit shall otherwise agree. Governmental obligations 726 727 may be issued in principal amount equal to the loan evidenced 728 thereby or at such discount as the board and the governmental unit 729 shall agree. Subject to the provisions of section 5, borrower obligations other than governmental obligations shall be dated, 730 731 may bear interest at such rate or rates, including rates variable 732 from time to time subject to such minimum or maximum rate, if any, as may be determined by such index or other method of 733 734 determination provided in the applicable loan agreement, shall 735 mature in such amount or amounts and at such time or times, not 736 later than the maximum dates, if any, provided herein, and may be made prepayable, in whole or in part, before maturity at the option 737 738 of the qualified borrower or at the option of the trust at such price or prices and under such terms and conditions as may be fixed in 739 740 the loan agreement prior to the issue of the borrower obligations.

(b) Subject to the provisions of sections 5 and 6, borrower obligations shall be payable within a period not exceeding the greater of the period, if any, specified in any applicable bond act or the useful life of the qualified project financed by such obligations, as determined by the trust, or, if incurred to finance more than one project, the average useful life of such projects. Except as otherwise provided in this chapter, borrower obligations shall be payable by such installments of principal, annual or otherwise, as will extinguish the same at maturity, such installments to be in 750 such amounts and payable on such dates as the trust and the quali-751 fied borrower shall agree.

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- 752 (c) Notwithstanding the provisions of section 17 of chapter 44 753 to the contrary, if a governmental unit has authorized a loan in 754 accordance with this chapter and the issuance of governmental 755 obligations under any bond act, the governmental unit may, sub-756 ject to the loan agreement and with the approval of the trust, issue 757 notes to the trust or any other person in anticipation of the receipt of the proceeds of the loan. The issuance of such notes shall be governed by the provisions of this chapter relating to the issue of 759 governmental obligations other than such notes, to the extent 761 applicable, provided the maturity date of such notes shall not 762 exceed three years from the date of issue of such notes or the 763 expected date of completion of the project financed thereby, as 764 determined by the trust, if later. Notes issued for less than the 765 maximum maturity date may be renewed by the issue of other 766 notes maturing no later than the maximum maturity date.
- (d) A governmental unit may issue governmental obligations to 768 refund or pay at maturity or earlier redemption any governmental obligations outstanding under any loan agreement or to refund or pay any other debt of the governmental unit issued to finance the qualified project to which such loan agreement pertains. Govern-772 mental obligations for refunding may be issued in sufficient amounts to pay or provide for the principal of the obligations 774 refunded, any redemption premium thereon, any interest accrued and to accrue to the date of payment of such obligations, the costs 776 of issuance of such refunding obligations and any reserves required by the applicable loan agreement. An issue of refunding 778 governmental obligations, the amount and dates of maturity or 779 maturities and other details thereof, the security therefor and the 780 rights, duties and obligations of the governmental unit with 781 respect thereto shall be governed by the provisions of this chapter 782 relating to the issue of governmental obligations other than 783 refunding obligations as the same may be applicable.
- (e) Except as otherwise provided in section 13, applicable law, 785 or by agreement between the trust and a governmental unit, all 786 governmental obligations shall be general obligations of the governmental unit issuing the same for which its full faith and credit 788 are pledged and for the payment of which all taxable property in 789 the governmental unit shall be subject to ad valorem taxation 790 without limitation as to rate or amount except as otherwise pro-791 vided by law.

792 Section 13. Borrower Obligations Issued as Limited Obliga-793 tions Payable Solely from Project Revenues.

794 Notwithstanding any general or special law to the contrary, 795 when authorized by a two-thirds vote as defined in section 1 of 796 chapter 44 or by such other vote as is authorized by the applicable law or when authorized in accordance with the applicable provisions of any charter or bylaws of any qualified borrower other 799 than a governmental unit, borrower obligations may be issued as 800 limited obligations payable solely from project revenues pledged 801 to their payment in accordance with section 14. Unless otherwise 802 provided in the applicable loan agreement, borrower obligations 803 issued in accordance with this section shall not be general obliga-804 tions of the qualified borrower or a pledge of its full faith and 805 credit and, in the case of a governmental unit, notwithstanding any general or special law to the contrary, the amount of principal and 807 premium, if any, of and interest on such obligations shall not be 808 included in the computation of any limit on the indebtedness of such governmental unit or on the total taxes assessable by such 809 governmental unit in any year or on any assessment, levy or other 810 charge made by such governmental unit on any other political sub-811 812 division or instrumentality of the commonwealth. Any borrower 813 obligation issued in accordance with this section shall recite on its face that it is a limited obligation payable solely from project rev-815 enues pledged to its payment.

Section 14. Security Agreements Securing Borrower Obligations; Pledges of General Revenues or Project Revenues.

(a) Notwithstanding any general or special law to the contrary, 818 819 when authorized by a two-thirds vote as defined in section 1 of 820 chapter 44 or by such other vote as is authorized by applicable 821 law, any governmental obligations may be secured by one or more 822 security agreements between the governmental unit and a corpo-823 rate trustee, which may be a trust company or bank having the powers of a trust company within or without the commonwealth, 825 or directly between the trust and the governmental unit. A bor-826 rower obligation, other than a governmental obligation, may be secured by one or more security agreements between the trust and 827 828 the qualified borrower. Any security agreements entered into pursuant to this paragraph shall be in such form and shall be executed 829 as provided in the applicable loan agreement or as otherwise 831 agreed to between the trust and the qualified borrower.

832 (b) Any security agreement directly or indirectly securing gov-833 ernmental obligations, other than governmental obligations issued 834 in accordance with section 13 may pledge or assign, and create 835 security interests in all or any part of the general revenues of the governmental unit. Any security agreement securing borrower 837 obligations issued in accordance with said section 13 may pledge or assign, and create security interests in, all or any part of the project revenues of the qualified borrower, but, in the case of a 840 governmental unit, shall not otherwise pledge or assign any other 841 general revenues of the governmental unit unless otherwise autho-842 rized by the applicable law. Any security agreement may contain 843 such provisions for protecting and enforcing the rights, security 844 and remedies of the trust, or other holders of the borrower obliga-845 tions, as may be determined by the trust and the qualified bor-846 rower, including, without limitation, (1) provisions defining 847 defaults and providing for remedies, including the acceleration of 848 maturities and, (a) in the case of borrower obligations issued under said section 13, the appointment of a receiver of the project financed thereby and the system of which it is a part, and (b) in case of governmental units, the use of a local aid intercept mecha-852 nism; and (2) covenants setting forth the duties of, and limitations on, the qualified borrower in relation to the custody, safeguarding, 854 investment and application of monies, including general revenues and project revenues, the issue of additional and refunding bor-856 rower obligations and other bonds notes or obligations on a parity 857 basis or superior thereto, the establishment of reserves, the estab-858 lishment of sinking funds for the payment of borrower obliga-859 tions, and the use of surplus proceeds. A security agreement 860 securing borrower obligations issued in accordance with said section 13 also may include covenants and provisions not in viola-862 tion of law regarding the acquisition, construction, operation and carrying out of the qualified project financed by such obligations, the system of which it is a part and any other revenue producing facilities from which the qualified borrower may pledge or assign any of its project revenues, as appropriate, as security for payments made thereon. 867

868 (c) Any pledge of general revenues or project revenues made 869 by a qualified borrower shall be valid and binding and shall be 870 deemed continuously perfected for the purpose of chapter 106 and

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any other law from the time made. The general revenues, project 872 revenues, monies, rights and proceeds so pledged and then held or 873 thereafter acquired or received by the qualified borrower shall 874 immediately be subject to the lien of such pledge without any 875 physical delivery or segregation thereof or further act, and the lien 876 of such pledge shall be valid and binding against all parties having claims of any kind in tort, contract or otherwise, regardless of 878 whether such parties have notice thereof. Neither the security agreement nor any other agreement by which a pledge is created 879 880 need be filed or recorded except in the records of the govern-881 mental unit and no filing need be made under the provisions of 882 said chapter 106.

(d) In the case of a governmental unit, a pledge of general rev-884 enues or project revenues in according with this chapter shall constitute a sufficient appropriation thereof for the purposes of any 886 provisions for appropriation for so long as such pledge shall be in effect and, notwithstanding any general or special law to the con-888 trary, such revenues shall be applied as required by the pledge and the security agreement evidencing the same without further appro-890 priation.

Section 15. Guarantees; Other Credit Enhancement.

- (a) The trust may provide guarantees or other forms of credit 893 enhancement to qualified borrowers on terms and conditions established by the board.
- (b) The trust may charge and collect premiums or other fees 896 for the guarantees or other credit enhancement provided pursuant 897 to this chapter, including fees for services performed in connec-898 tion with the approval and processing of the guarantees or other credit enhancement provided pursuant to this chapter.

900 Section 16. Termination of the Program; Remaining Assets and 901 Liabilities.

902 The program shall continue until terminated by law; provided, 903 however, that no such law shall take effect so long as there shall 904 be outstanding any bonds secured by the fund unless adequate 905 provision has been made for the payment or satisfaction thereof. 906 Upon termination of the program, the title to the fund and any 907 amounts remaining therein and all other program assets which 908 remain after provision for the payment or satisfaction of all bonds 909 issued pursuant to section 8 shall vest in the commonwealth. The 910 obligations, debts and liabilities of the trust shall be assumed by

911 and imposed upon the commonwealth, and shall be transferred to

912 the treasurer or to such other successor as the general court may 913 designate.

914 Section 17. Records of Receipts, Expenditures and Disburse-915 ments; Annual Reports.

The trust, in cooperation with the state treasurer and state comptroller, shall, at all times keep full and accurate accounts of all receipts, expenditures and disbursements from the fund and all assets and liabilities of the trust incurred pursuant to this chapter which shall be open to inspection by any officer or duly appointed agent of the commonwealth. The trust shall submit an annual report, in writing, to the governor and clerks of the senate and house of representatives. Said report shall include financial statements relating to the operations, property, and expenditures of the trust maintained in accordance with generally accepted accounting principles so far as applicable and audited by an independent certified public accountant firm.

SECTION 2. Chapter 81 of the General Laws is hereby amended by adding after section 7M the following new section:—
Section 7N. Notwithstanding the provisions of sections 7E, 7H, 47L, or any other law to the contrary, any fees collected by the department in association with the Wiring Massachusetts Public/Private Initiative as it may be amended shall be credited to the Massachusetts Transportation Infrastructure Revolving Fund established in chapter 29E of the General Laws. This section shall not preclude the use of the access fee provided by the lead company and participants to offset the cost of tower construction, as set forth in the Standard Lead Company Agreement of October 3, 1997, as it may be amended.

SECTION 3. The Massachusetts turnpike authority is hereby authorized to deposit funds of the authority from any available source, with the exception of revenues or proceeds of the issuance of notes or bonds, as defined in chapter 81A of the General Laws, the authority or otherwise, in the transportation infrastructure revolving fund established pursuant to chapter 29E of the General Laws, which amounts may be used for any purpose as provided in

- 8 said chapter 29E; provided, that said deposit does not violate the
- 9 provisions of any bond resolution, trust agreement or other agree-
- 10 ment of the authority entered into pursuant to section 6 of said 11 chapter 81A.
- SECTION 4. Chapter 81 is hereby further amended by adding 2 at the end of section 7E the following two sentences:—
- Any fees, receipts, or other revenues in excess of \$2,000,000
- 4 collected by the department in any fiscal year from the sale, lease
- 5 or rental of land or any interest in land pursuant to this section and
- 6 sections 7H and 7L of this chapter, including fees, receipts or
- 7 other revenues from the leases or rentals of land which were
- 8 entered into prior to June 30, 1999, shall be credited to the Massa-
- 9 chusetts Infrastructure Revolving Fund established in Chapter
- 10 29E. The department shall file an account of the collection so any
- 11 such revenues with the secretary of administration and finance
- 12 and the house and senate committees on ways and means at the
- 13 end of each fiscal year.